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ABSTRACT

This report is the product of a study of educational development policy in Barbados from independence in 1966 to 1979. Data for the study came from a number of sources such as documentary materials, interviews with selected individuals in key positions in education in Barbados, literature on educational planning, policy and development, and files drawn from the Ministry of Education and Hansard. The approach used in the paper is essentially descriptive and inductive--describing what is being done and drawing conclusions from visible efforts. The report begins with a socioeconomic profile of Barbados. Demography, the labor force and employment, and the economy are discussed. The next section of the report presents an educational profile. Discussed are the educational structure of Barbados, enrollment, teachers, educational expenditures, and legislation. The third section examines educational policies--aims and objectives; the promotion of nationalism in a democratic country; cooperation and consolidation of the family group; wider and more effective participation; flexibility of the system; relevancy of education; training citizens to be efficient; and the efficiency of the system. The report concludes by examining emerging issues and the future of education in Barbados. Emerging issues or problems include legislation, secondary allocation, system coordination, policy articulation and implementation, and education statistics and research. (Author/RM)

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EDUCATION IN BARBADOS: DEVELOPMENT POLICIES PROBLEMS AND PROSPECTS

By

F.B. Scott

Division of Educational Policy and Planning

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FOREWORD

Unesco's General Conference at its 19th session (Nairobi, Kenya, 1976) resolved that the Secretariat give particular attention to "gathering and disseminating information about new educational policies for the renewal of educational systems, adapted to specific needs on the basis of particular social, economic and cultural situations and aimed at promoting democratization of the systems within the framework of life-long education" (Programme Resolution 1.111).

In line with this mandate the Division of Educational Policy and Planning began in 1977 reproducing selected technical papers and distributing them as a series under the general title: "Reports, Studies ...". The aim of this series is to stimulate reflection and discussion on current issues confronting educational policy-makers, planners, administrators and school architects. Distribution is limited to Unesco officials at Headquarters and in the field, as well as interested technical personnel in governmental and private institutions. It is hoped that this series will promote and serve as a vehicle for increasing communication between individuals and institutions concerned with policy and planning aspects of education.

The "Reports, Studies ..." series consists of two sub-series : (i) papers with a subject orientation (numbered S.1, S.2, etc.) and (ii) papers focusing on a given country (numbered C.1, C.2, etc.). Subject papers deal with such topics as educational policies and legislation, planning and management techniques, planning and design of educational space and facilities, the relationship of education to productive work and employment, inter-country cooperation, the role of education in respect of the New International Economic Order, etc. Country papers are either brief profiles of the educational system of a particular country (mainly the LDCs) or treat a specific reform or aspect of the country's educational system.

Some of the papers reproduced in the series are "desk studies" based on information available within Unesco, others were originally prepared as background or discussion papers for a meeting or seminar, while still others are personal position papers representing part of a continuous dialogue within the Unesco Secretariat.

Papers are selected for the series on the basis of their topical interest. Readers should bear in mind that many, if not most, of the papers are working documents, unedited and not intended for public distribution. Some of the authors have written in a language other than their mother tongue, which explains certain linguistic deficiencies. It must also be stressed that the papers present the ideas of their respective author and do not necessarily reflect the policies of Unesco.

The Division of Educational Policy and Planning welcomes comments and suggestions concerning the series and invites readers to make known their reactions to particular ideas presented or to entire papers. In certain cases it may be possible to reproduce such comments and reactions in a subsequent issue of the series. For the convenience of readers who may wish to contact the author of a paper, the current contact address is given whenever possible.

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INTRODUCTION

This brief report is the product of a study of educational development policy in Barbados from independence in 1966 to 1979. The basic information on which it is developed came from a number of sources - documentary materials, interviews with selected individuals in key positions in education in Barbados, literature on educational planning, policy and development and files drawn from the Ministry of Education and Hansard. The approach used is essentially descriptive and inductive - describing what is being done and drawing conclusions from visible efforts. It is hoped that by recording the experiences and efforts of the system, the report will be one means of drawing attention to the development of education in the island.

SOCIO-ECONOMIC PROFILE

Demography

Population figures for Barbados have been based on two alternative projections of single year estimates interpolated from projections for the years 1975, 1980 and 1985. The first projection indicates population figures on the basis of an absence of emigration, a continuation of mortality at the 1969/70 level and fertility unchanged at the 1969/70 level; the second projection provides an indication of the population based on the same mortality rates but allowing for some emigration and reduction in fertility rates.

The first alternative places the 1970 population figure at 236,100 and the 1985 projection at 302,800 in 1985, showing an increase of 28 per cent.[1] The second alternative gives an increase of 8 per cent from 236,100 to 254,200. Of particular significance is the decline in population aged 5 to 14, from 30,900 in 1970 to 26,300 in 1985 for males, and from 30,800 to 26,000 for females.

Labour Force and Employment

The table below provides an indication of the distribution of working population figures by industrial sector in 1977, compared with that existing at census time in 1970.

Table I: Working Population by Industrial Attachment 1970 and 1977.

Industrial Sector	1970	1977
Agriculture & Sugar Industry	14,800	11,000
Manufacturing & Mining	11,500	15,800
Construction	10,700	14,700
Distribution	15,200	20,900
Transportation & Public Utilities	5,700	7,800
Services	15,800	21,700
Government	9,900	11,500
TOTAL	83,600	103,400

Source: Barbados Development Plan 1973-1977. Chapter 4:10

It is significant that while the labour force increased by about 20,000 people between 1973 and 1977, there was a decrease of about 3,000 in the number of those in agriculture and sugar industries. Efforts are now being made by the government to reverse this trend through its agricultural policy, as well as through agricultural programmes in the schools.

The Economy

Provisional data reveal that at constant prices (base year = 1974) the real GDP in 1976[2] was almost 5 per cent above the level of 1975. In current terms, GDP at factor cost was estimated to be $674.6 million in 1976 compared with $656.1 million in 1975, the chief contributions being, wholesale and retail trade (22.5 per cent of GDP), tourism (10.3 per cent), manufacturing (11.6 per cent), Government services (16.3 per cent), and other services (11.7 per cent). A rather interesting statistic to note is agriculture's 12 per cent share of GDP in 1976 falling from 26.4 per cent in 1961 despite local efforts to diversify. One reason for this may be found in the drop in the price of sugar which used to be the mainstay of the island's economy. Table 2 gives the sectoral breakdown at constant prices (base year = 1974) for the years 1974, 1975 and 1976.

Table 2: Gross Domestic Product At Constant Prices

(1974 = 100)

SECTOR	1974		1975		1976	
	$'000	Index	$'000	Index	$'000	Index
Sugar	52,207	100.0	46,464	89.0	48,866	93.6
Other agriculture and fishing	26,226	100.0	29,163	111.2	31,681	120.8
Mining and quarrying	2,691	100.0	2,007	74.6	3,641	135.3
Manufacturing	62,123	100.0	67,466	108.6	79,580	128.1
Electricity, gas and water	12,383	100.0	13,052	105.4	13,918	112.4
Construction	42,296	100.0	35,399	83.7	40,044	94.7
Wholesale and retail trade	121,691	100.0	123,053	101.1	125,718	103.3
Tourism	64,536	100.0	61,955	96.0	62,729	97.2
Transport, storage and communication	33,970	100.0	33,756	99.4	34,557	101.7
Government services	89,468	100.0	89,468	100.0	89,468	100.0
Other services	69,780	100.0	68,159	97.7	67,141	96.2
Gross Domestic Product at factor cost	577,371	100.0	569,042	98.7	597,343	103.5
Percentage change		-		-2.3%		4.8%

Source: Central Bank of Barbados, Quarterly Report, Vol.IV, No.2 June 1977, p.48.

The government has recently indicated its intention to increase the tourist trade and has set a number of measures in motion, including a large development complex at Heywoods. In agriculture, a number of programmes has been geared towards a revival of agriculture. These include, land zoning and farmers' registration, guaranteed prices for farmers, experiments in offshore fishing with feeder boats, crop diversification, a new import licensing system and an embargo on imported commodities that can be produced locally.

EDUCATIONAL PROFILE

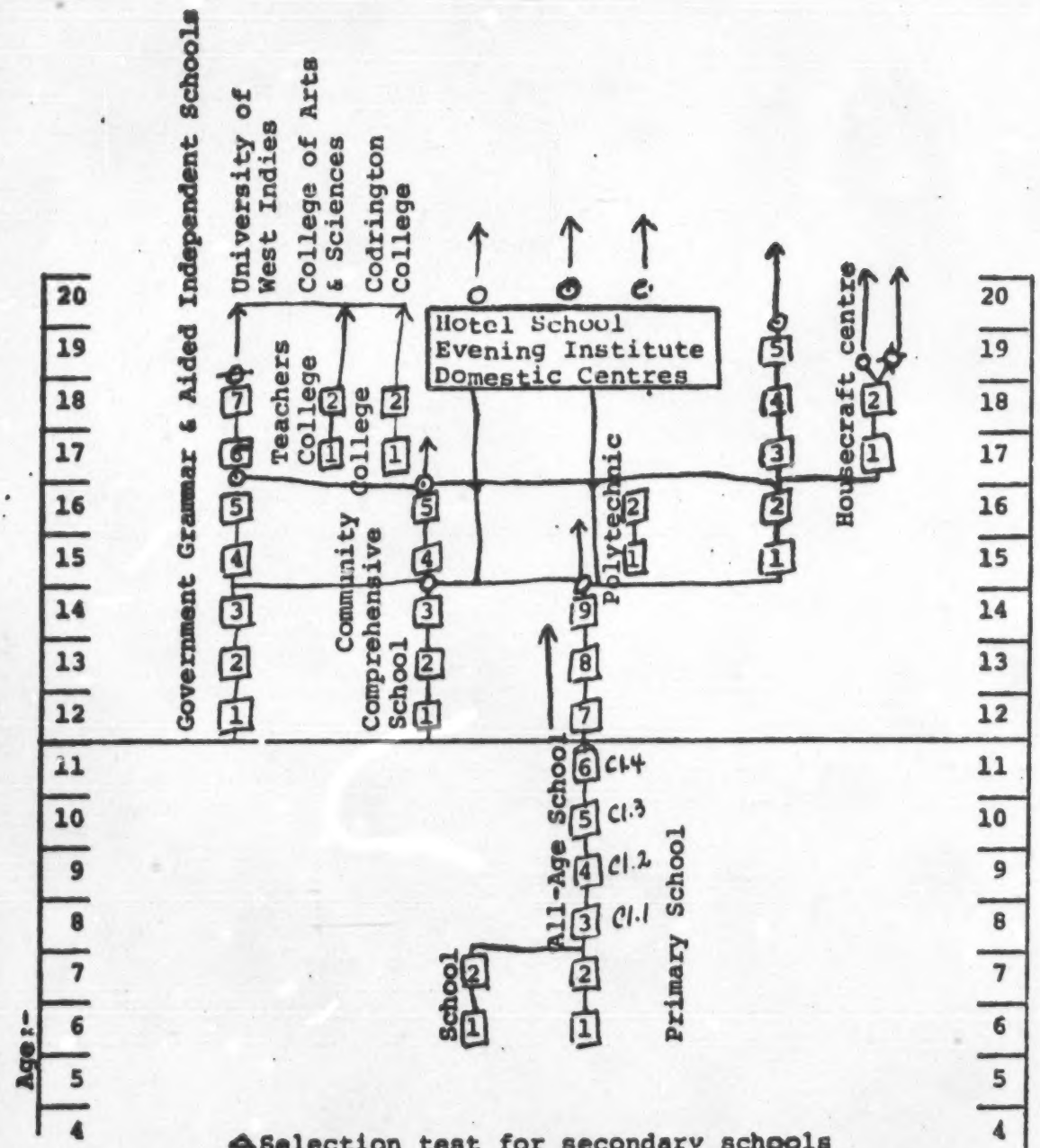
The Structure

The system of education in Barbados consists of an elementary section, a secondary arm and a post-secondary stage as indicated in figure 1. The elementary section provides education for children between the ages of five and eleven. Some, however, provide education up to the age of fourteen for children who do not gain entry to the secondary schools. The elementary schools tend to concentrate on teaching the three R's, but also provide the initial background in such areas as Social Studies, Science, Art and Religious Education.

The secondary system is comprised of Grammar schools, commonly called Older Secondary schools and Newer Secondary schools. The Grammar schools generally provide education for students up to and including university entrance; the Newer secondary schools usually cater to those who have passed the secondary entrance examination, but did not gain a place at one of the Grammar schools or those who did not pass the entrance examination, but must continue their education. These schools teach up to the "Ordinary Level" or the Caribbean Examinations Council examination. In addition to these, there exist also a Community College and a Polytechnic. The former draws its clientele from the private secondary schools and from the government aided schools, which do not teach to university entrance; the latter prepares students in the more technically-oriented subject areas. There are also private schools operating at both elementary and secondary level.

FIG. 1 FLOW CHART OF EDUCATIONAL SYSTEM IN BARBADOS

1973-1974



Source: Ministry of Education Report, Barbados, 1973-1974.

Post-secondary education is provided in several institutions. There are, for example, the University of the West Indies, Codrington College, Erdiston Teachers' Training College and the Hotel School, soon to be merged with the Community College. The University started in Jamaica in 1948 as an affiliate of London University in England and became autonomous in 1963. It now has branches in Barbados and Trinidad as well. Codrington College is a training institution for anglican priests while Erdiston Teachers' Training College trains teachers for the elementary schools; the Hotel School provides training for anyone interested in hotel operation and in the occupations associated with the tourist industry.

Enrolment Figures

In 1976 the total enrolment of children of elementary school age in Barbados was 34,482; there were 32,264 in government owned and maintained schools and 2,218 in private schools. The corresponding numbers for secondary pupils were as follows: Government Older Secondary schools, 5,626, Government Newer Secondary 13,438, Approved Independent and Private schools, 6,679 at Government All-age schools for a total of 29,308. Table 3 gives the breakdown by sector and by grade level.

Table 3: Enrolment: Primary and Secondary - October 1976

Grade	Govt. Owned/Maintained	Approved Independent	Private	Total
Infants	12,538	530	392	13,460
Juniors	19,726	509	787	21,022
Form 1	5,193	641	58	5,892
Form 2	5,189	1,052	49	6,290
Form 3	5,602	1,189	70	6,861
Form 4	2,882	1,247	69	4,198
Form 5 Lower	990	((		990
Form 5 Upper	2,326	(1,648 (	39	4,013
Form 6 Lower	251			251
Form 6 Upper	196			196
Unclassified			617	617
TOTAL	54,893	6,816	2,081	6,379

Source: Compiled from Ministry of Education Statistics 1976/77.

Teachers

The figures in the most recent Ministry report reveal that there were 2,837 teachers working in 139 government schools. Of this number 1,501 were trained. The large numbers on leave from the Primary and Newer Secondary schools will for the most part have been in training at Erdiston Training College, at the University of the West Indies or at some overseas institutions. Private and Approved schools were not included in Table 4 below as data were not available or were incomplete.

Table 4: Number of Teachers in Government Owned and/or Maintained Schools

Type of School	Teachers in School			Teachers on Leave			Total No. of Teachers		
	Trained	Untrained	Total	Trained	Untrained	Total	Trained	Untrained	Total
Nursery	7	4	11	1	0	1	8	4	12
Primary/All-Age	786	667	1,453	77	197	274	863	864	1,727
Newer Secondary	376	297	673	63	53	116	439	350	789
Older Secondary	171	114	285	20	4	24	191	118	309
TOTAL	1,340	1,082	2,422	161	254	415	1,501	1,336	2,837

Source: Compiled from Ministry of Education Statistics 1976/77.

The figures indicate that the Older Secondary schools have a higher percentage of trained teachers than the Newer Secondary or Primary schools.

Educational Expenditures

Spending on education has increased considerably over the years, both in terms of actual dollars and in terms of a percentage of total government expenditure. For example, the figures for 1979/80 show that education's share of the budget has doubled from ten percent to almost twenty percent and has increased in actual dollars approximately three hundred percent to $448.4 million as Table 5 reveals. In considering these figures, however, one must bear in mind that total education expenditure prior to 70/71 does not include Public Library nor Industrial School costs and that the sums refer to Current, Non-Recurrent and Capital expenditure.

Table 5: Expenditure on Education - Selected Years ($ Million)

Year	Total Educ.	Total Government Expenditure	Education as % of Total Gov. Exp.
1933/34	0.24	2.36	10
1940/41	0.46	3.68	13
1950/51	1.91	12.09	16
1960/61	4.21	34.18	12
1970/71	20.44	104.73	20
1979/80	86.04	448.04	19

Source: Barbados Development Plan 1979/83.

The Barbados government has over the years deliberately increased its expenditure on education, especially for secondary education on the philosophical understanding that education is an important instrument in the social and economic development of the country and that the infrastructural requirements for planned development pre-suppose an educated labour force.

Legislation

Education in Barbados is still guided by the 1890 Education Act which established first and second grade schools and left primary education mainly in the hands of the church. A new Act was drafted in 1975 but has not been promulgated except for the section dealing with National Scholarships.

EDUCATIONAL POLICIES

Policy-formulation in education is in effect concerned with the making of decisions both of a political nature, involving fundamental discussions about aims and objectives of education, and the structural and curriculum means of achieving them, and also of an administrative or technical nature, seeking to translate general policy into specific education action.

Aims and Objectives

The Ministry of Education has stated in the 1979/83 development plan, that it intends to carry out a comprehensive review of the educational system in Barbados at all levels in order to determine future education policy, and that it is now necessary to institute a thorough examination of programmes and policies in order to make them more relevant to contemporary and developmental needs.

There are without doubt many problems which lie behind educational policy decisions in Barbados. A former Minister of Education addressing the Caribbean Association of Headmasters and Headmistresses said,

> "here in Barbados we have always taken deep pride in our educational achievements, both at the primary and secondary level. We are determined, however, to be responsive to the refreshing breezes of modernization and to refashion our educational system so that it can achieve the four goals which are objectives of any progressive, democratic society"[3]

He outlined the four goals as:-

(a) achieving wider and more effective participation in education

(b) promotion of nationalism in a democratic community

(c) training citizens to be efficient

(d) co-operation and consolidation of the family group.

The Barbados Delegation to the 1972 Conference on Intra-Regional Co-operation and Assistance in Education among Caribbean Territories stated:

"It has been assumed in the foregoing that in a very fundamental way all caribbean territories share certain common goals. Among these are:

(i) attempts to maximise educational opportunity to provide the most appropriate education for all their citizens.

(ii) attempts to bring the education systems in line with national development of such skills and specialised knowledge as are necessary in a technological age.

(iii) ensuring such changes in curricula and in the approach to education as would ensure the development of citizens, who...have positive attitudes towards work and national development and who are strongly committed to the advancement and preservation of their individual territories within a West Indian Society."[4]

More recently, the Barbados Government has stated in its development plan (1979-83) that the objectives of the education strategy are:

- to provide the facilities which would maintain the distribution of educational opportunities;

- to increase the internal efficiency and quality of the system;
- to increase the external efficiency of the system;
- to develop and promote cultural development as an integral part of national development.[5]

The major objectives which Barbados is therefore pursuing may be summed up as follows:

- promotion of nationalism in a democratic community;
- co-operation and consolidation of the family group;
- wider and more effective participation;
- flexibility of the system;
- relevant education and
- training citizens to be efficient.

These objectives as the basis of educational policy are explained in greater detail below.

Promotion of Nationalism in a Democratic Country

In Barbados it is felt that the creation of a national identity is a prerequisite to achieving national identification. The objective implies not only the rejection of much of the colonial and non-colonial past, but also the weakening of the traditional affiliation Barbados has always felt with Britain. This is not without significance since the development of society in Barbados had closely paralleled British society, and the Barbados school system was patterned after the British schools. One consequence of this was the fostering of what Figueroa (1971) calls "an outward-looking attitude" which militated against the creation or consolidation of local customs. Not only had Barbados adopted the British school system, but it was also dependent on Britain

for the disposal of its sugar. In difficult times it had therefore looked to Britain to produce solutions and had not developed its own local problem-solving machinery. The objective also implies stemming the influx of North-American values.

Education is therefore now increasingly being seen as one of the means of dissemination of the ideas and symbols of nation-hood, and the schools' ability to implant the new attitudes is being monitored. The Government has therefore proposed the establishment of a National Arts and Culture Council to:

- look after the preservation of our cultural heritage and the enrichment of our contemporary cultural life;
- promote local art and culture including the development of markets for consumer cultural goods and services at home and abroad;
- facilitate access to participation in every sphere of cultural and artistic opportunity; and
- establish and manage a cultural foundation which will function as the funding institution for the arts and culture.

During the plan period (1979-83), the Government has indicated that it will embark on a full programme of teaching in all aspects of cultural activity, and that greater emphasis will be placed on the teaching of the creative arts within the school system, and on the orientation of school curricula towards greater "national cultural consciousness."[6]

Co-operation and Consolidation of the Family Group

Barbadian society after Emancipation underwent a period of uncertainty and ambivalence of attitudes; uncertainty on the part of the slave class which was thrust into a new set of role-relationships involving family ties and responsibilities, and ambivalence on the part of the master class which did not know how to treat the new class of freemen. One result of this was the widespread system of common-law marriages among the lower class, compounded by the exogamous relationships and permissive behaviour of the upper and middle classes. In Barbados, like the rest of the Caribbean, there still exists a great variety of man-woman relationships. According to Figueroa (1971:41);

> "There is the almost casual arrangement whereby a woman will have five or six children by three or four different mates; there is the arrangement also without help of church or civil ceremony whereby a woman and man will live together faithfully and raise a family of six or seven children, and only at that stage think of getting married in the ecclesiastical and legal senses of that term."

The central matter to be noted is the element of uncertainty, confusion and ambivalence (of standards and attitudes). Perhaps then it was at such that this objective was directed.

As early as 1968, the Ministry of Education undertook the institution of a course on "Education in Personal Relationships and Family Life" to be given in three stages in schools catering for the 11+ child. The achievement of this objective proved a pious hope and difficult of implementation as it certainly depended upon other institutions in the society over which the schools had little influence and no control. It nevertheless remains a real policy objective

conceived by the political leaders, but which educational planners have found difficult to operationalize. The present government, however, is trying to set up some infrastructural arrangements to help. It has, for example, passed legislation dealing with illegitimate children, and has been very receptive to a number of interest groups wishing to introduce a Family Life education programme in the schools.

Wider and More Effective Participation

The Barbados Government after independence in 1966 committed itself to wider participation in education, and proclaimed that deeper foundations had to be laid throughout the whole system. It proposed "so to unify the system that the national purposes can be expressed in the training given to the whole body of citizens at all stages of their development....and fully commits itself to the provision of more schools of all types, as well as to a more rapid expansion of the quantity and quality of the Teaching Service."[7] In pursuing a policy of wider participation, the government was therefore attempting to make decisions concerning not only increases in enrolment and in numerical participation, but also concerning the inequalities that persist in educational participation.

Government secondary grammar schools are not very numerous and the policy until 1975 was to separate boys and girls. Only a very limited number of secondary schools existed for girls, so that the shortage of secondary places for girls was even more acute than that for boys. The statistics for 1969-1972 show that though sixty per cent of those entered for Part II of the Common Entrance Examination were girls, only forty per cent of the total number of places was allocated to the girls.

Table 6: Common Entrance Examination
1968, 1971, 1972

		1968	1971	1972
NO. OF PUPILS ENTERED PART I.	BOYS	5,522	5,766	5,664
	GIRLS	5,258	5,462	5,342
	TOTAL	11,780	11,228	11,006
NO. OF PUPILS ENTERED PART II.	BOYS	1,678	1,530	1,732
	GIRLS	1,923	2,255	2,439
	TOTAL	3,601	3,785	4,171
NO. OF PUPILS ADMITTED TO SECONDARY LEVEL	BOYS	422	432	465
	GIRLS	304	319	325
	TOTAL	726	751	790

Table 6 indicates the problem posed by shortage of places at secondary level, and further shortage of places for girls.

The 1972-1976 statistics present a happier picture. They reveal that there were more secondary places available and that the intake for girls represented more than half the total number of 3,469 pupils gaining admission to the government secondary schools. The indication is, therefore, that the government has made some strides in terms of meeting this objective.

In addition to this, the present government in 1977 gave instructions to schools to re-admit all the fourteen year olds who had left school. The policy of wider participation was extended not only to get more students into the school, but to keep them for longer periods.

Flexibility of the System

Ensuring greater flexibility in the system is another objective of policy. It is closely allied to the issue of wider participation, and is seen mostly in terms of expansion of the system and less in terms of responsiveness to change. As a move to effect this objective, the government decided that secondary education should be concentrated in comprehensive schools (now called Newer Secondary), to cater for children of all types of ability, and incorporate both academic and vocational streams. The plan for the comprehensive schools called for greater flexibility of curriculum and structure, allowing a child to be transferred from one stream to another or to take academic with technical subjects. An excerpt from the 1968 Ministry of Education reads as follows:

> "All pupils of the Grammar Schools are expected to work towards examinations of various overseas bodies; e.g. the University of London, and of Oxford and Cambridge .....

> In Comprehensive schools, only those pupils who show definite promise are entered for overseas examinations. In all these schools, provision was made to cater to the varying abilities and aptitudes of students, by allowing specialization in Arts, Craft, Science or Technical subjects after a certain stage of general education had been achieved."[8]

Unfortunately, the plan was not implemented as it had been designed in that teachers, administrators, parents and the public at large seemed to have held the same expectations for these schools as they held for the Grammar schools, thereby creating a number of dysfunctions since the schools had neither the equipment, personnel nor the students with which to pursue such objectives.

Recently in extending the question of flexibility, some of the Newer Secondary schools have instituted work education programmes. Some students of lower academic ability are sent to various firms to learn certain skills and rudimentary trades on a part-time basis, while still maintaining a programme of studies at school. In this way, some students are being kept on at schools for a longer period and are being prepared for the world of work.

Relevant Education

In Barbados, educational curricula have been strongly attacked, and criticisms have been levelled at the textbooks and examinations as being foreign to the Barbadian setting. As long ago as 1933, the relevance of what was being taught to the various objectives of education was questioned when the Mayhew-Marriott report suggested ways of adapting elementary education to local needs, and freeing secondary education from the yoke of external examinations as set and corrected

by various universities and examining bodies in Great Britain. This problem was somewhat aggravated and intensified in the 1960's and 1970's by socio-economic and political changes, and by the changing composition of the school population, both in terms of a more variegated clientele and the length of time students were staying in school.

Also, people have begun to raise questions about what pupils are being taught at school and why. Overseas examinations set in England had always dictated what the curriculum in Barbadian schools would be. The Ministry of Education in Barbados in conjunction with other Ministries of Education throughout the Caribbean, has now funded a project under the supervision of the University of the West Indies to prepare examination schemes for the Caribbean area. In 1979, the Caribbean Examinations Council (CXC) set examinations in English, Mathematics, Integrated Science, History and Geography. The list of subjects has since been extended to include Spanish, Agricultural Science and some Business Education subjects in 1980.

Locally, the Barbados National Curriculum Development Committee, launched in 1973, has succeeded in producing guidelines in several subject fields for the elementary and newer secondary schools. The present indication is that it has been able to stimulate some interest in the question of curriculum development and programme adaptation to meet local needs and objectives.

Training Citizens to be Efficient

The objective of training citizens to be efficient, vague as it is, implies a certain quality of education, and raised questions about standards and also about the types of institutions in which education takes place. Barbados has traditionally pursued a policy of élitism in education. This

practice led to a lot of wastage where several children capable of benefitting from education beyond the elementary stage, did not get the opportunity.

The fact of independence, the emergence of small industries, the demand for more education, and the growth of the tourist trade in the past ten years, have led to a proliferation of educational institutions designed to produce citizens skilled enough to be useful in economic life in Barbados. This economic orientation may be seen in the types of institution recently established. The Hotel School, now affiliated with the Community College, the Samuel Jackman Prescod Polytechnic, the extensions to the Housecraft Centre, to the Tercentenary Nursing School and to Erdiston Teachers' Training College are all examples of the efficiency criterion.

The Government has seen efficiency at two levels, namely external and internal efficiency and quality. The latter, it states, "will be achieved through diversification and practical work of the new curricula at both primary and secondary levels. In addition, the facilities and opportunities for teacher training will be improved. The text book scheme and school lunch programme are components of this objective". The former will provide "for a broader base of man-power skills at the primary and secondary level, vis-a-vis generalized tertiary skills".[9]

Efficiency of the System

It has been shown that in Barbados efficiency has been interpreted in economic terms. The fact of scarce resources always raises questions about the working of any system, which must compete with others for funds from a common treasury. In education these questions seem to centre around who are to be educated, in what numbers, by what methods, in what type of schools, and most recently, due to a certain shortage of places and changing attitudes in society, what type of selection

should be applied.

In an attempt to effect this objective, the Ministry of Education has increased its staff, added a planning arm and has received the report of a committee appointed to study the question of selection. Of the recommendations made, only one has been implemented so far. That is, the elimination of Part I of the Common Entrance Examination. Efficiency, however, must be determined by the relationship of means to the goal and the priority of goals. Government so far has not come to grips with this.

The objectives outlined above might be considered the major stated objectives of educational policy in Barbados, but policy concerns are by no means limited to them. They represent the general concerns of educational policy, and while each area signifies a legitimate and justifiable concern of policy, it is the combined effect of them all which forms the central concern of educational policy in Barbados, namely, building the "Just Society" which according to a former Minister of Education is:

> "One in which all the young people have an opportunity to increase levels of knowledge, skills and so on and to develop creative and purposeful attitudes to life; one which makes sure that the interests of the individual and of the larger body are reconciled, and that circumstances of birth, background, colour or any other adventitious circumstances are not a barrier to a person's development of balance for self and for national good."[10]

EMERGENT ISSUES

It is now clear that Barbados has undertaken the task of extending educational facilities to all members of the community, and that there are some policies outlined for effecting this. The above analysis gives some indication of what is meant to be. However, there are problems which the policy-makers and planners must face. These exist at present in the areas of legislation, secondary allocation, system co-ordination, policy articulation and implementation, and education statistics and research.

Legislation

One of the constraints operating on education and educational planning in Barbados is the legal framework governing the system. The framework established in the 1890 Education Act which is still the law in Barbados did not establish a co-ordinated system. It did in fact establish rigid distinctions between and even within the stages of education, so that first and second grade schools were set up at the secondary level geared to the stratification levels then evident in the community. The first grade schools tended mainly to serve the professions and business while the second grade provided an educated employee for the various government enterprises. If, therefore, a country's legal structure is "an expression of the spirit of the age", planners must feel impelled to alter the present arrangement in order to meet the avowed government policy of social justice.

Another problem stemming from the existing Education Act centres around the scheme of government adopted for the different schools in the island. Under the law, elementary schools come under the direct control of the Ministry of Education,

while the older secondary schools are governed by Governing Bodies acting under Schemes of Government. Teachers in elementary schools are, therefore, civil servants whereas teachers in the older secondary schools are responsible only to their Governing Bodies. This created some problems for the government, when it decided to launch its policy of greater equality of opportunity in secondary education. The decision had been made to concentrate on a comprehensive school framework which would permit of liberal and technically-biased education within school, thereby allowing for more students for longer periods.

This, however, has not worked out according to plan. The newer schools within the law were treated in similar fashion to the elementary schools, were controlled by the Ministry and administered under a scheme like the elementary system. In fact, the teachers like their elementary counterparts became civil servants, and the schools lacked the degree of autonomy which characterised the older secondary schools. The hybrid of secondary in conception and elementary in government led to two things. The schools quickly saw their missions as similar to older secondary schools, and therefore engaged in highly dysfunctional activities, while the public considered them as extensions or over-blown versions of the all-age schools. Needless to say, they never really enjoyed the prestige they deserved. It is obvious, therefore, that one needs to enact legislation to permit of greater flexibility in terms of secondary school expansion and administration.

Powers and Responsibilities of the Minister

In Barbados, the law places no express duty on the Minister to provide education for the people, or to plan educational development. Also, the older secondary schools

by law are controlled by Governing Bodies by means of Schemes of Government. This in effect means that the Minister has no jurisdiction within these schools. He therefore has control only where certain types of funding are concerned. The newer secondary schools and the elementary schools come directly under his control. This kind of duality makes it very difficult for him and for planners to effect meaningful change within the system. It would seem necessary, therefore, to charge the Minister with certain responsibilities aimed specifically at providing education for the people, and at establishing machinery for a co-ordinated system to replace the disjointed system, established by the 1890 Act, thereby permitting the planners to introduce major change in the government of schools, more in keeping with the new objectives and educational demands.

Controls for Breakdown or Default

Expansion of the educational system in Barbados has been very rapid since 1967. The proliferation of governing bodies inevitably results in less control of the system by the Ministry of Education. This in addition to the Minister's apparent lack of power and control of governing bodies of the older secondary schools, causes one to wonder what would happen in the case of ill-advised action on the part of the governing bodies, or in the case of default or breakdown in the system. It is clear that as long as the system of dual control exists, the Minister will need some power or system of controls to deal with such emergencies.[11] This could be done in several ways:

(1) by permitting the Minister to quash a governing body's decision and to give it directions enforceable in the courts by a writ of mandamus as exists in England and Wales.

(2) by giving the Minister power to displace the governing body as is done in some states of India, or;

(3) by allowing the Minister or Ministry officials a sort of quasi-judicial authority to intervene when circumstances warrant it.

Each suggestion has some worth, but what is important is that some such controls be legally instituted in order to deal with the problem in some conclusive way.

Secondary Allocation and Equal Educational Opportunity

Barbados like other developing countries, has had to face the problem of increasing social demand for education, especially at the secondary level. Since, however, there was not a place for every child, the Common Entrance Examination was instituted as a means of allocating the limited school places. This examination was at first taken in two parts, with those successful in Part I going on to Part II, before the final allocation of places was made. Such a process of selection was widely attacked and, as may be seen from Table 6 above, proved unsatisfactory. In 1972, the government appointed a committee to "review the operations and effects of the Common Entrance Examination, and to make recommendations on matters concerning the transfer of pupils from the primary to secondary phase of education". The committee reported in 1974 and made thirty-seven recommendations to the government. One result of the committee's work is the elimination of Part I, and the inclusion of all government secondary schools on the list from which parents make their choices. As it is, while a number of new schools have been built recently, thereby alleviating a lot of the pressure for secondary school places,

nothing of any significance has occurred to assist with the problem of equal educational opportunity.

In Barbados there exists a historic association of parents with particular prestigious schools, namely the old "grammar schools". Traditionally, these in the main provide an education up to university entrance, and account for the majority of people in decision-making positions in the island. They are therefore considered as tried and proven. This in turn coupled with the schemes of government by which they are controlled, permit them to obtain not only better qualified and trained staff, but also, those students who do best in the entrance examination. It would seem therefore that one would need to pay attention to a number of infra-structural considerations before such a question can be resolved. For example, the newer secondary schools must be given scope for regulating their affairs similar to that enjoyed by the older schools; the administrative relationships between these schools and the Ministry must be clarified, and the role of education officers must be unambiguous; the internal problems centering on the quality of staff and students be regulated; adequate support personnel. i.e. guidance/career counsellors, reading specialists etc. be granted; adequate equipment be provided; in-service training needs be examined, and equitable staff/pupil ratios be maintained and more attention and support given to the primary schools, if one is to approach equality of opportunity.

Educational Statistics and Research

There is at the moment in Barbados little compilation of facts about past and present activity in education, and a belief that the gathering, classification and evaluation of statistics are routine work which can be assigned to the

most inefficient clerk. As a result, there is very little reliable or comprehensive data on which sound educational decisions can be based. The same may be said for research even though there are several areas needing urgent attention. A remark of a former governor of Barbados illustrates the current approach to research.

> "I feel that Barbados has put itself in the position of a patient who is suffering from a wasting disease and who periodically, when he begins to feel really ill, calls in a specialist and seeks his advice. After having obtained this advice, the patient proceeds to ignore it until he is again warned by the seriousness of his trouble, and then proceeds to change his specialist, hoping that a second or even a third opinion will be less alarming. Let us take one example, viz., education. Barbados has enjoyed an enviable record as being the leader of education in the Caribbean. There is no doubt it is losing its reputation, but, what is more important, the future of the young Barbadian is being jeopardized."[12]

Nearly thirty years have passed and the approach to education generally, and research in particular has not changed. Educational planning still operates less on demonstrable facts established by research than on philosophical assumptkons, and the "gut feelings" of subjective experience. The Ministry should therefore set up a research section, both to help reduce ad hoc and piecemeal planning, and to increase the possibility of anticipating and planning for certain conditions, thereby avoiding the panic and frustration which seem to characterize most of the products of planning at this time.

Co-ordination

Barbados on independence inherited a system of education, an institutional framework and planning practices which did not accord with the promulgated goals of equality of educational opportunity, and of social justice, or with the aspirations of the people who had for some time been looking to education as a means of social mobility. There were not, however, enough secondary places to meet the demand. With assistance from the World Bank, the Ministry has been able to build a number of secondary schools to help alleviate the shortage of places. This in itself has left a massive job of co-ordination, in order to ensure that what education is being offered is meaningful within the context of Barbados. The Ministry therefore has to concern itself with the orderly development of this phase of education. This in effect means providing a plan to avoid duplication of facilities, to allocate resources equitably among both older and newer secondary schools, to provide adequate personnel policies for staffing schools and to encourage community involvement.

Co-ordination, however, must go beyond this; the time has come for the Ministry of Education to look more closely to a more comprehensive approach to planning, and to take into consideration developments in other sectors which may have a significant effect on education. For example, the Ministry of Health, through the Family Planning Association has been instrumental in significantly reducing the birth-rate in Barbados. This suggests that in the near future, Barbados may be experiencing a period of declining enrolments, something which our building expansion policy ought to be considering. Also, the recent increase in community clubs and activities sponsored by various ministries in the island, might suggest that school expansion should be in the direction

of community type schools to permit maximum use of expensive facilities, and closer alignment of school and community.

Finally, the work of co-ordination must extend to the area of programmes. While it is true that there is a National Curriculum Development Council charged with development of curriculum, there is need for a continual review of programmes in all schools, and for intensification of efforts to pull all the work together for the benefit of the total system. This, however, will occur only from a change in the system of controls and in the structure for co-ordinating planning activities, since at present the ministry has total control over the elementary and newer secondary schools, and virtually none over the secondary grammar schools.

Articulation and Implementation

Lack of clear directions in terms of policy articulation has been responsible for a number of cases of duplication and dysfunction within the system. The Samuel Jackman Prescod Polytechnic, for example, had been conceived as an institution to train a wide range of people who otherwise might be unemployable. When the Polytechnic did start, however, the entrance qualifications were such that they excluded most of the persons for whom the institution was designed, and instead began to cater to those who were capable of passing the Certificate Examinations from the City and Guilds of London Institute.

The same lack of clear definition of purpose and implementation procedures is exemplified by the newer secondary schools. These had been designed to provide a comprehensive education, but very quickly patterned themselves after the old grammar schools, so that educational officials became unhappy about the educational experiences of most of their pupils.

It is clear that this type of school was not being operated in the manner in which it was planned.

The two incidents are examples of what occurs. This, it would appear, signifies that the people responsible for planning educational development will have to devise an implementation policy as part of their planning process, if educational institutions are to be effective organizations, and instruments of change within the society. Perhaps it may be the quality of preparation[13] for the task of implementation which needs to be raised, since the sheer pace of development since 1967 has meant that the Ministry of Education has been asked to deliver at a pace which was conceivably faster than it could cope with.

FUTURE PROSPECTS

Barbados up to now has been pre-occupied with the question of quantity, i.e., providing enough school places, buildings and teachers. It seems reasonable, therefore, to expect that future considerations will be dominated by the question of quality improvement in the face of declining enrolments. This being the case, training in administration at all levels will be intensified; one is inclined to feel that the teacher-training programme will be re-organized to bring together primary and secondary training schemes focussed more on pre-service than in-service training.

To deal effectively with the question of quality, one will need both time and well-planned resources. The introduction of a scheme for adequate support services may therefore be anticipated, and better evaluation techniques and the extension of pedagogical devices in the classroom will be actively supported. Curriculum development activities will embrace both primary and secondary education, and the thrust for relevance and localisation will result in an extension of the textbook production scheme.

The question of equalisation of educational opportunity which has dominated policy concerns for some time will still be problematic. The abandonment of the Common Entrance Examination though consistent with equity-based policy, will not solve the problem of who goes where since the government will have to strike a balance between its duty to the community, and the individual's freedom of choice in selection of schools. One may therefore expect the introduction of a scheme which allocates by zones, but which imposes a fee for those who wish to enrol their children in a school outside their allocated zone.

Finally, there is clear indication that new legislation will be introduced to give the Minister power and control over the older secondary schools, and to permit the newer secondary schools more autonomy over internal matters. It will also permit the Minister to intervene if breakdown or default occurs, thereby bringing all schools under the jurisdiction of the Minister of Education.

FOOTNOTES

1. Barbados Development Plan 1973-1977, Chapter 4, pp.2-3.

2. Ibid., Chapters 4 and 5.

3. Hon. L.E. Sandiford - Address to the fifth Conference of the Caribbean Association of Headmasters and Headmistresses at the Ursuline Convent, Barbados, August 20, 1967.

4. Paper presented by the Barbados Delegation; File 8, 11/6, Minister of Education Conference, Ministry of Education, Barbados.

5. Barbados Development Plan 1979-1983, Chapter 12.

6. Ibid.

7. The Manifesto of the Democratic Labour Party - 1966.

8. Ministry of Education Report 1967-1968.

9. Barbados Development Plan 1979-1983, op. cit.

10. Hon. L.E. Sandiford, reported in Speeches of the Minister, vol.1.

11. A recent case illustrates this problem. A school boy at one of the older secondary schools was expelled by the Head and the decision endorsed by the governing body. The Minister intervened and because of the law governing education, could not instruct the Head to re-admit the pupil but had to negotiate the re-admission. The boy was out of school for approximately five months.

12. Governor L. Savage, Address to the Joint Houses House of Assembly - Session 1950/51. Hansard Debates, vol.1. p.2.

13. The task of preparing administrators is now being approached in two ways: (1) through a Certificate of Management and Administration programme at the University of the West Indies and; (2) a World Bank Project for a three-year training scheme for practising administrators and Education Officers.